

WORK FORCE 2000:

**WHAT LEADERSHIP BEHAVIORS
WILL BEST SERVE THE MID-SIZE POLICE AGENCY?**

**An Independent Study
By
Robert E. Evans**

**Commission on Peace Officers Standards and Training
Command College
Class XI**

1991

11-0218

This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

SUBTITLES

CHAPTER I - INTRODUCTION

A brief discussion of the focus of the study.

CHAPTER II - BACKGROUND

A discussion of the issues and the rationale on which the study is based.

CHAPTER III - FUTURES FORECASTING

The issue is structured for inquiry. Forecasting techniques are used to develop trends, events, future scenarios, and alternative policies.

CHAPTER IV - STRATEGIC MANAGEMENT PLAN

A model plan for the development of leadership qualities in a mid-size California police agency is developed.

CHAPTER V - TRANSITION MANAGEMENT

A model plan for exercising the leadership qualities is discussed.

CHAPTER VI - CONCLUSIONS AND FUTURE IMPLICATIONS

A discussion of the project as a whole including issues that merit further research.

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**COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING (POST)
SACRAMENTO, CALIFORNIA**

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EXECUTIVE SUMMARY

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FORECASTING THE FUTURE

Current Trends: During the next decade California will experience significant changes that will touch each and every segment of our society -- sometimes directly, sometimes obliquely. The current research forecasts the following changes by the year 2000: The number of persons who are 40 to 54 years old will increase by 40%; the percentage of college attendees may drop; the percentage of women in the work force will increase to 47%; Anglos will become the minority in California; behavior motivated by individualistic drives will increase; the degree to which people look to the work environment for personal growth and recognition will increase; and unions in the public sector will gain influence.

How Will The Forecasted Changes Affect Law Enforcement Agencies In the Year 2000? This question was studied by twelve people who agreed to participate in a modified conventional delphi technique. Persons known by reputation and personal experience to be well informed in issues pertaining to leadership were selected for participation. Four trends were identified through the process as critical to this study; (1) police officers will increasingly question management's authority, (2) the level of discretion expected by police officers will increase, (3) the level of participation expected by police officers will increase,

and (4) cultural and value diversity will increase in police departments. Three possible future events were identified as critical: (1) anglos become the minority in California, (2) employee rights are broadened, and (3) ethnic parity is mandated. Collectively these trends and events become the focal point for the development of policies to produce the desired change.

STRATEGIC MANAGEMENT PLAN

Organizational Analysis: A hypothetical city, Salvio Pacheco, was utilized as a model to demonstrate the identification of external and internal resources, and the capacity of an organization to accept change.

Policies: A modified policy delphi technique was used to select the following policies which were both desirable and feasible:

1. Committees representative of all ranks and assignments should establish the department's vision, values, and mission statement.
2. A strategic plan should be developed and updated annually.
3. The department should aggressively recruit and employ minorities to ensure that the work force reflects the community's ethnic composition.
4. Management must communicate a positive regard for employees and their ability to accomplish difficult tasks.
5. Persons whose primary job is the delivery of services should be recognized and supported.
6. Managers should reduce "task behavior" and increase "relationship behavior."
7. Managers should chair transition/task groups and be responsible for deadlines and policy questions.
8. Action plans should be required on all projects.
9. The planning process should include a component for sensing feedback and managing change.
10. The chief should shift from a supportive management style to guiding.
11. The chief should emphasize guiding and selling while holding subordinates accountable.
12. The chief should increase his political role.

Implementation Plan: The critical stakeholders and their positions relative to the policies were analyzed. A strategy designed to obtain their support of the policies was developed.

TRANSITION MANAGEMENT PLAN

Policy Implementation: The critical mass was analyzed in terms of their commitment levels, readiness for change, and capacity for change.

Transition Management: A transition management team was created to facilitate the implementation of the strategic plan. Supporting technologies are recommended and discussed.

CONCLUSIONS

In the course of this study the law enforcement work place is forecasted to the year 2000 and specific leadership behaviors appropriate for tomorrow's mid-size police agency are identified. The leadership behaviors, if implemented, will result in a more democratic work place where vision, process, relationship behavior, and accountability are the leader's everyday tools.

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CHAPTER I: INTRODUCTION

INTRODUCTION

In 1970, Alvin Toffler wrote his best seller, FUTURE SHOCK; a remarkably fresh analysis of our past, present, and future. According to Toffler, by the year 2000 our society will suffer "future shock." This malady will be a "dizzying disorientation brought on by the premature arrival of the future.... a product of the greatly accelerated rate of change."¹ He forecast that many people will be disjointed from a society that has changed infinitely faster than their ability to adjust. Truisms which have served our forefathers will no longer serve us. Increasingly, organizational hierarchies will be altered, sidestepped or broken.

The strength of Toffler's work is in his analysis of change as a process. Specifically, that each event affects the probability, intensity, and timing of other changes -- that this synergistic interplay feeds upon itself further increasing the rate of change -- that the consequence of this acceleration is "the death of permanence" and the inability to measure tomorrow as an extension of today.

Assuming Toffler's observation of the acceleration of change is correct, organizations, and in particular the people who lead them, will find it increasingly difficult to stay in step -- much less plan for the future. As Casey Stengel once said, "If you don't know where your going, you might end up somewhere else."²

The subject of this project is leadership. It is intended to provide the reader with a paradigm for employing leadership in a profoundly different environment -- tomorrow's work place.

CHAPTER II: BACKGROUND

BACKGROUND

In the last decade, leadership has been the subject of countless articles and a number of best sellers. Some studies have focused on leaders, attempting to identify behaviors or qualities that would ensure success. Others have turned to the social sciences believing that they might offer the key to managing more effectively. The research has created organizational grids, management by objectives, and analysis upon analysis of what motivates leaders. Effectiveness, excellence, values, and organizational culture have been the most recent buzzwords.

While leadership as a dimension of human behavior has been studied at length, no one has said it all, nor is likely to. There does appear, however, to be one recurring theme -- the traditional organizational hierarchy is becoming obsolete. It is failing where creativity and problem solving are highly valued. It is failing where its well defined rules and quasi military structures stifle novelty and positive change. It is failing where its leaders do not structure the organizational environment to meet the needs of the changing work force.

The background material for this project is presented in two parts. The first is a discussion of the changes that will occur in the work force between now and the year 2000. The second discusses the qualities that create effective leadership. Both parts are intended to provide the foundation for the futures forecasting

chapter of this study where leadership behavior consistent with the needs of tomorrow's work force will be suggested.

TOMORROW'S WORK FORCE

In the June 1987 issue of PERSONNEL JOURNAL, an outstanding article appeared entitled "The Tenor of Today." It was a well documented, definitive study forecasting trends in the work environment and the expected impact on organizations. This work, as well as past Command College projects and the literature in general, indicate that the work force will change significantly between now and the year 2000. Pluralism will be the norm. The value system, driven by cultural diversity and demographic changes, will be a carrousel of ideals and beliefs which both conflict with and complement one another. The employment pool will be made up of aging baby boomers who are suffering the realities of middle age; of immigrants who are struggling with cultural conflicts; of minorities who wish to join the mainstream; of "yuppies" who will strive to possess what they perceive to be rightfully theirs; and of some who simply won't know what to believe. Listed below are the signposts which reflect these anticipated changes through implication or inference. Except where otherwise indicated the data reflects nation wide trends as they are forecasted in the year 2000.

DEMOGRAPHIC TRENDS:

Age: The age distribution of persons who are 40 to 54 years old will increase by 40%. As a group they will

constitute 24% of the population. The number of persons who are 20 to 39 will decrease by 16.5%. The entry level labor pool will continue to shrink as the number of 20 to 29 year olds decreases by 16%.³

Education: The mean educational level may drop. According to the 1990 census, 23.9% of the men and 17% of the women have four or more years of college. This represents an all time high with every generation, save one, having increased its percentage of college attendees. The exception, however, may be telling in that the youngest group studied, the 25 to 34 year olds, experienced an 8% decrease in attendance. Whether or not this departure represents a continuing shift in the educational patterns remains to be seen.⁴

Gender: The percentage of women in the United States work force will reach 47%.⁵ In the bellwether San Francisco region, this percentage will reach 52%.⁶

Ethnic Composition: Hispanics will constitute 27% of California's population having increased their numbers by 41%. Asians and blacks will constitute 12% and 8% having increased their totals by 50% and 22% respectively.⁷ By the end of the nineties, the rate of growth experienced in the black labor pool will double that of whites. The

growth in the Hispanic labor pool will be four times greater.⁸

SOCIAL AND CULTURAL TRENDS:

Emphasis on the individual: According to a report by the Stanford Research Institute entitled "The Decade Ahead" people are placing greater emphasis on personal values than previous generations. The percentage of persons described as "highly individualistic" has increased in the last decade from 15% to 25%. We can expect this trend to continue with employees seeking more at work than just work. They will seek jobs that recognize them for their individual skills, knowledge, and talents. They will want to be identified as unique individuals and not by the work roles or tasks they perform.⁹ They will place greater emphasis on individual versus societal interests, problem solving over hierarchies, experimentation over convention, knowledge over power, and decentralization over the traditional pyramid.

Values Conflicts: Younger workers who are described as better educated, more affluent, and more self-centered, will increasingly find themselves in conflict with older workers whose focus will be on the more traditional values -- adequate compensation, job security, health

care and a reasonable retirement. Younger workers will perceive today's privileges as tomorrow's rights.¹⁰

Plurality: The homogeneous nature of our society is coming to an end. Immigration from Central America, South America, Asia and the Mideast has, and will continue to, forever change the ethnology. We will differ from one another in many ways -- in our speech, appearances, mannerisms, mores and values. And, while the diversity will no doubt provide the forum for conflict, it will also provide us new ideas, new perspectives, and an awareness which stretches beyond ourselves.

Work Ethic: According to a Gallup study conducted by the U.S. Chamber of Commerce, 88% of all working Americans feel that it is personally important to them to "work hard and to do their best on the job."¹¹ There is a high degree of correlation between having a strong work ethic and the following: (1) a job which offers a high degree discretion, and has a sense of purpose, challenge, and accomplishment; (2) where the employee has a college degree; (3) where the employee values personal growth and self-development and can find those opportunities at work.¹²

Unions and Collective Bargaining: In the public sector unions will become increasingly powerful, making every effort to extend their involvement in areas traditionally the purview of management. These efforts will be condoned by the political bodies at the local and state level who will court the unions endorsement and campaign donations.¹³

Politics: Elected officials will increase their involvement in the day to day operations of the counties, cities, and states they represent. Full time mayors will be common place and instances of elected officials micromanaging governmental units will increase.¹⁴

LEADERSHIP QUALITIES

Webster's New Collegiate Dictionary has ten alternative definitions of the word "leader." Only two pertain to the act of leading and are not definitive. The word leadership is not defined at all. Perhaps this inadequacy in our otherwise very definitive language is telling. Leadership's chameleon-like qualities are difficult to describe. They exist but are not quantitative in the strict sense of the word. Some of the most noted authors, in an effort to describe it, have listed upwards of eight or ten qualities that they believe to be essential to effective leadership. Others have managed to confine themselves to a single sentence. My sense, particularly after reviewing the literature at

length, is that the qualities required for effective leadership can be divided into four broad but interdependent categories. They are listed as well as several excerpts to provide the reader with (1) a definitive example and (2) a point of reference for later discussion.

AN ORIENTATION TO THE FUTURE

*...leaders must operate in the future tense, always searching for possible opportunities and threats, always asking 'What if?' and 'Why not?' and 'So what?'farsightedness means keeping the eye firmly fixed on the far horizon, even as one takes steps toward it.*¹⁵

A POSITIVE BUT REALISTIC REGARD FOR PEOPLE

*It is fundamental that leaders endorse a concept of persons. This begins with an understanding of the diversity of peoples gifts, talents and skills.*¹⁶

THE ABILITY TO INITIATE AND MAINTAIN MOMENTUM IN THE ORGANIZATION

*Leaders take charge, make things happen, dream dreams, and translate them into reality. Leaders attract the voluntary commitment of followers, energize them, and transform organizations into new entities with greater potential for survival, growth, and excellence.*¹⁷

WISDOM THROUGH CONTINUED PERSONAL GROWTH

*Leaders...talk about persistence and self knowledge, about willingness to take risks and accept losses, about commitment, consistency, and challenge. But, above all, they talk about learning.*¹⁸

CHAPTER III: FUTURES FORECASTING

FUTURES FORECASTING

The previous chapter was devoted to: (1) a discussion of the forecasted changes in the work force from a national and/or state perspective, and (2) the identification of qualities that were believed to be essential to the exercise of sound leadership. This chapter, and those that follow, will extend these discussions to the law enforcement environment in the year 2000. They will focus primarily on one issue -- "What leadership behaviors will best serve the mid-size police agency in the year 2000?" Sub-issues, which are also relevant to this inquiry, are: (1) "How will the attitudes, interests, and motivations of law enforcement personnel differ in the year 2000?" (2) "How will the forecasted changes in the work force affect the organizational dynamics of law enforcement agencies?"

This inquiry will be developed in six steps. First, the primary issue will be discussed to ensure that it is clearly stated and structured for inquiry. Second, forecasts will be made of selected events and trends. Third, a modified conventional delphi will be used to forecast the probability of events and to estimate the level of the trends. Fourth, a cross impact analysis will be conducted to determine if the occurrence of any event impacts the probability, timing, or intensity of another or changes the forecasted trend levels. Fifth, the results of the cross-impact

analysis will be used to identify areas where the development of policies may affect the probability of a desired future occurring. Lastly, scenarios will be developed to suggest alternative futures.

STATEMENT OF THE ISSUE:

In one sense leaders are very much like professional athletes; they are only as good as their last contest. Boxing fans remember Roberto Duran, not for his remarkable fight record, but for his last bout. "No mas, no mas" in the face of Sugar Ray Leonard's onslaught completely overshadows memories of Duran's well-earned nickname, "Hands of Stone." This tends to be true for leaders as well. Nixon is remembered for Watergate, Patton for slapping a soldier, and Grant for drinking. For the most part we are unforgiving. If leaders are given the chalice we expect them to perform -- and to perform superbly. Given that reality, we must ask ourselves why many leaders fail. Is there something to be learned from the past or is our future locked in place by the realities of the human condition? Perhaps an analogy is in order. In 1858, Charles Darwin promulgated his theory of natural selection. The theory argues that the survival of a species depends upon its ability to adjust to the conditions under which it lives. Forms of life which are poorly adjusted simply become extinct. In the larger sense, leaders are similarly challenged. They must anticipate, adapt, and utilize change to further the goals of the organizations they represent. They must act -- not simply react. This is the underlying premise of this project.

Specifically, changing values, interests, and attitudes in the work force will require changes in leadership behavior -- to what extent and in what manner is the basis for this project.

TREND AND EVENT IDENTIFICATION:

Trends and events are the guideposts which enable one to identify probable futures. For the purposes of this paper, events are defined as singular happenings which by their nature may affect the ultimate outcome or direction of the issue in question. For example, a futures study in 1960 of women in the work place should have identified the introduction of an inexpensive oral contraceptive as a probable event. When a combination of events occur resulting in a direction or pattern, they constitute a trend. Contraceptives, equal rights legislation, and women as a voting majority, are events which have collectively created the current trend most frequently described as "the feminization of the work place." In a review of the literature this researcher was able to identify five possible events and five apparent trends that would potentially impact the exercise of leadership in the year 2000. They are listed below.

- Event 1:** The Anglo population in California becomes the minority.
- Event 2:** Education requirements which exceed graduation from high school are dropped by virtually all California police agencies.
- Event 3:** Federal legislation is passed which substantially increases an employer's obligation to achieve ethnic parity in the work force.
- Event 4:** A major recession occurs.

- Event 5:** The supreme court significantly broadens the rights of employees.
- Trend 1:** The level of altruism which exists in police officers changes.
- Trend 2:** The degree to which police officers question management's authority to make decisions changes.
- Trend 3:** The degree to which discretion is important to police officers changes.
- Trend 4:** The level of participation expected by police officers in the decision making process changes.
- Trend 5:** The level of cultural diversity existing in police departments changes.

MODIFIED CONVENTIONAL DELPHI:

This technique involved the distribution of the listed trends and events to persons known by reputation and personal experience to be well informed in the issue area. Each participant was asked to individually evaluate the level of the identified trend five years ago, five years from today, and ten years hence. They were asked to express their estimates relative to a score of 100 representing the "level" of the trend today. Lastly, they were asked to indicate what they believed the level of the trends "should be" in five and ten years. This was called the normative forecast. Once completed, the responses were collated and divided into the following: the lowest forecast, the median forecast, and the highest. Each participant was then given the opportunity to review the forecasts and make any changes he/she deemed appropriate. The forecasts were then recalculated. With regard to events, each participant was provided with an event evaluation form to assist in forecasting the likelihood of one of the listed events actually

occurring with the next decade. For the purpose of the forecast, zero was defined as not happening and one hundred as actually occurring within the stated time frame. The group was asked to evaluate the degree of impact, both positive and negative, on the issues if a given event did occur. They were to report the intensity of the impact, whether negative or positive, on a scale ranging from zero to ten with ten being the highest and zero indicating no impact. Once received, the forecasts were collated with the high, low, and median forecasts identified. The results were returned to each participant who was then given an opportunity to make any adjustments he/she deemed appropriate. The forecasts were then recalculated. The results of this process are summarized below. The event and trend forecasts include comments collected during the Delphi process as to the perceived impact of each trend and event in a future law enforcement setting. Charts depicting each trend and event may be found in Appendix A.

Event 1: There is an 80% probability that the Anglo population will become the minority in California within ten years.

Observations: The occurrence of this event was viewed as a passage from an Anglo dominated culture to one that is pluralistically based. Law enforcement agencies will be impacted by greater value diversity, both within the department and in the community, and by the need to ensure that the work force reflects the ethnic composition of the communities they serve.

Event 2: There is a 50% probability that educational requirements in excess of high school will be dropped by California police agencies within ten years.

Observations: Generally this event was perceived as a set back to long standing efforts to professionalize California police departments. It is expected to

increase the need for programs designed to develop and train employees.

Event 3: There is a 55% probability that federal legislation will be passed within ten years that substantially increases an employers obligation to achieve ethnic parity in the work force .

Observations: The occurrence of this event is expected to significantly challenge law enforcement's ability to recruit and maintain a work force that is well qualified. Increased emphasis will be required in employee development and training. Establishing and maintaining departmental values and visions will become increasingly important to the success of law enforcement organizations.

Event 4: There is a 50% probability that a major recession will occur within five years.

Observation: The degree of impact was perceived as largely dependent upon the severity of the recession. Specifically, a severe recession will broaden the employment pool and increase employee retention. The broadening of the labor pool will result in the employment of persons from other career fields who will possess different skills, talents, and interests than traditional police recruits.

Event 5: There is a 65% probability that the supreme court will significantly broaden employee rights within ten years.

Observations: The occurrence of this event is perceived as leading to a more litigious, and possibly less productive, work place.

Trend 1: The level of Altruism in police officers will decline 30% in the next ten years.

Observations: Employees will measure the quality of the work place in terms of its ability to meet their personal and professional needs. Child care, flexible schedules, shorter work weeks, greater discretion, increased participation, an opportunity to develop one's talents, to be recognized and rewarded, will be highly valued. Given the shrinking labor pool, organizations that fail to address these needs will have a difficult time recruiting and retaining employees.

Trend 2: The degree to which police officers question management's authority to make decisions will increase 30% in the next ten years.

Observations: Leadership will depend less and less on one's position in the organization. Participation, discretion, and the opportunity for self fulfillment will be highly valued. In essence, organizations will become more democratic. This trend will be significantly impacted where the rationale for the decision is not self-evident and/or where the decision conflicts with an individual's desires or personal goals.

Trend 3: The level of discretion expected by police officers in their jobs will increase 25% in ten years.

Observations: People will judge their value to the organization and their perceived level of competence by the degree of discretion given them. Organizations that do not challenge people by creating jobs that provide for involvement, decision making and the exercise of judgement will not be able to attract and retain qualified people much less obtain their commitment.

Trend 4: The level of participation expected by police officers in the decision making process will increase 40% in the next ten years.

Observations: The desire for self governance will necessitate greater emphasis on process, consensus building, coordination and facilitation -- all of which will be labor intensive and time consuming. This trend will be linked to employee buy-in, acceptance, and commitment.

Trend 5: The level of cultural and value diversity in police departments will increase 40% in the next ten years.

Observations: As the work force becomes less homogeneous, it will become increasingly important that the organization's values, visions, and expectations be explicitly stated and serve as the sole criteria for rewards and recognition.

CROSS IMPACT ANALYSIS:

This phase of the futures forecasting was completed by the researcher and two past graduates of the Command College. The

process is a modeling technique for depicting how the occurrence or non-occurrence of previously forecasted events will affect: (1) the subsequent probability of other events in the set, and (2) the subsequent level of trends in the set. The results of the cross impact analysis, which are summarized below, will be used in the development of the strategic management plan. A more complete discussion of the process and the findings can be seen in Appendix B.

Findings:

1. **Events** -- Of the five listed events, the most critical to the development of policies pertaining to leadership behavior is "Ethnic Parity Mandated" followed by "Anglos Become The Minority" and "Employee Rights Broadened."
2. **Trends** -- The estimated impact of the occurrence of any of the events on the previously forecasted trend levels is as follows:
 - a. **The Level of Altruism Changes:** This trend is forecasted to increase if college requirements are dropped and/or a recession occurs. Conversely, should employee rights be broadened, the level of altruism is expected to decrease.
 - b. **The Level of Questioning of Authority:** This trend is expected to increase should Anglos become the minority, ethnic parity be mandated, and/or employee rights be broadened. Conversely, should college requirements be dropped and/or a recession occur, the level of questioning will decrease.
 - c. **The Degree to Which Discretion is Expected:** This trend is expected to increase should Anglos become the minority, ethnic parity be mandated, and/or employee rights be broadened. Conversely, should college requirements be dropped and/or a recession occur it will decrease.
 - d. **The Degree to Which Participation is Expected:** This trend is expected to increase if Anglos become the minority, if ethnic parity is mandated, and/or employees rights are broadened. Conversely, if college requirements are dropped and/or a recession occurs it will decrease.

- e. **Cultural and Value Diversity:** This trend is expected to increase if the Anglos become the minority, college requirements are dropped, ethnic parity is mandated, and/or if employee rights are broadened. No significant impact in either direction is expected if a recession occurs.

SCENARIOS:

The value of a scenario lies in its ability to synthesize seemingly unrelated data into a narrative form thus permitting the reader to view alternative futures through the eyes of the story teller. I have prepared three different scenarios. Each represents an alternative future developed through the trend and event identification process and the cross impact analysis. The first scenario is presented in the exploratory mode. It is essentially the surprise free future -- where only current forces, policies, anticipated trends, and events are taken into consideration. It assumes that the future will be an extension of the present and that no unanticipated changes will impact the issue. The second scenario is written in the normative mode. Here the future is presented in a framework that is best described as feared but possible. Essentially, what can go wrong does go wrong. The last is presented in the hypothetical mode. This scenario imparts the "what if factor." It describes a future influenced by planned intervention -- by a conscious effort on the part of policy makers to create a more desirable tomorrow.

Exploratory "Play Out" Scenario:

Chief Wilson wasn't sure what he felt now that he had announced his retirement. The year 2000 had always seemed so far away. Now it was here, and he couldn't help but reflect on his career. What had he accomplished? Had he made a difference? Did any of it matter? Were the personal sacrifices he had imposed on himself and his family worth it? There was no clear cut answer. The department had a good reputation and was relatively effective -- yet his inner senses warned him that somehow his vision of the organization and its mission had become increasingly out of focus. He and his staff had attempted to adapt to the changes that had occurred in the last decade but had frequently found themselves unprepared. The passage of federal rights legislation in 1995 broadening the property rights of employees had simply added fuel to the labor strife his department was already experiencing. The city's ethnic composition had changed dramatically with hispanics and blacks obtaining majority in 1998 and three of the five council seats in 1999. The department had been unprepared for the council's mandate that the department's work force reflect the communities ethnic composition. As a result of the mandate, and threats of legal action from advocate groups, the department had been forced to alter its selection and promotion procedures and was now accepting what he believed to be marginal candidates just to achieve the mandates. The department was changing -- and where it would ultimately lead was uncertain at best.

He was proud of his management team yet frustrated by the adversarial role that they were forced to play in labor relations. In the last ten years he had seen employees come and go. He often wondered what drained the ideals and enthusiasm that originally attracted them to policing. From his perspective, it seem that most preferred to direct their talents and energies to anything but the job. So much wasted energy. Over the years, he had all too frequently found himself caught in power plays by the police union, the council, community pressure groups and/or combinations there of. In many cases it hadn't been a matter of winning or losing but simply minimizing the fall out. This morning he had met with the board of the police officer's association. The music had been different but the tune was the same -- management versus labor or why can't we do less of this or more of that. Ironically, two of the board members had been recruits when he was a watch commander. At the time, he had been impressed with their intelligence, drive and dedication. Where those qualities had gone, and why, remained a puzzle. The "me generation" had definitely arrived.

He had seen chiefs in other communities come and go and wondered if it were not for his impending retirement he would have suffered that embarrassment also. Too much baggage. Perhaps it was just as well to let someone else run with the ball. He had done his best and that was all anyone could ask -- or had he?

Normative "Feared, But Possible" Scenario:

Chief Wilson couldn't help but wonder why things had gone wrong. Perhaps it was a sign of the times, or simply bad luck. Or, more likely, some failure or inadequacy on his part. He wasn't surprised by his termination this morning. The city and the law enforcement profession had changed and he had reacted with too little, too late. The federal civil rights legislation of 1988 mandating ethnic parity in the work place had left his recruitment and selection process in shambles. A recent settlement in federal court had all but taken his authority to hire away from him. In reflection, he realized that instead of anticipating change and planning for it, he had merely reacted to it as it occurred. Hispanics and blacks gained majority in his city in 1998 -- was it unreasonable to expect that they be equally represented in the work force? Everything seemed out of focus. The "me generation" had turned out to be just that -- they had demanded more. More involvement, more freedom, better working conditions, more time off and more discretion in the work place. They had expected fulfillment and, failing to find it, had blamed the system and everyone in it. The federal legislation of 1995 which expanded employee property rights had become a shield for marginal employees to hide behind. Being chief simply wasn't what he had expected. He had had high expectations for both his career and the department. Instead he had found a union that had challenged him at every opportunity; a council that meddled in the day-to-day affairs of his department; and a conglomeration of media, pressure groups

and the general public who seemed to revel in taking cheap shots. In one sense he couldn't blame the public. The narcotics unit scandal had been a disgrace. The strike which ended in late 1999 had further hardened the public's negative view of the department. Quite frankly he didn't enjoy work anymore -- it was just a source of failure and frustration. He would be fifty this month and was not surprised that his career was coming to an end. His pension wouldn't be as large as he had hoped -- but then again, very few things associated with his being chief had turned out as he had hoped they would.

Hypothetical "What If" Scenario:

The years had passed quickly for Chief Wilson. 1999 had come and gone and he was now facing his last year in office. It had been a turbulent decade with more challenges than he cared to think about. But in the end his long term strategies had paid off. Ten years of vigorous recruitment and an innovative selection procedure had left his department virtually untouched by the federal legislation of 1998 which mandated ethnic parity. He had anticipated that the shrinking labor pool and the need to reach all segments of the community would require that he eliminate the sixty college unit requirement that had been in place since the early seventies. Instead, the city now provided generous educational incentives for all employees and a in-service training program that was second to none. The severe recession of 1991 had given him the opportunity to employ people who didn't fit the traditional law enforcement

mold -- who had different skills, ideas, and points of view. The diversity they brought to the department had been refreshing.

He had met the "me generation" head-on by accepting the fact that people, on the whole, were capable. He believed that given the right opportunity they would increase their commitment to the profession and by doing so find more at work than just work. They would find personal fulfillment in committing themselves to something that they perceived as worthwhile. The trick had been to harness the need for self governance to accountability. In essence, employee involvement in the "system" required responsible behavior, meeting deadlines and doing your homework. It worked and the organization changed. Ad hoc committees consisting of diagonal slices of the organization were routinely used to address problems and opportunities. The organization's vision was shared by the vast majority of employees. People believed that they were important and that individually they could make a positive difference. Rewards and recognition were performance based. Finally, Wilson and his top management team hadn't rested on their laurels or become complacent. They had continued to learn; and most important of all, dream their dreams.

CHAPTER IV: STRATEGIC MANAGEMENT PLAN

STRATEGIC MANAGEMENT PLAN

This plan has been developed for the fictional City of Salvio Pacheco. It is intended to serve solely as a theoretical model and should not be construed as being representative of any particular agency, person, or circumstance. For the purposes of this project the development of the strategic plan will involve (1) a description of the situation being studied, (2) an environmental assessment -- both internally and externally, (3) the development of alternative strategies and, finally, (4) the recommended leadership behaviors for the Salvio Pacheco Police Department.

THE SITUATION:

The City of Salvio Pacheco is located approximately one hundred and sixty miles north of Los Angeles. With a population of 156,000, it is the largest city in Loma Vista County. The suburban character so prevalent in the sixties and seventies has given way to full cityhood with all of the problems and opportunities associated with that transition. The community is diverse ethnically. Although it is presently dominated by a relatively moderate, anglo, middle class, electorate, the minority community is expected to gain majority by 1997. Salvio Pacheco's police department is known through out the area for its technical expertise, innovation, excellent in-service training programs, and the leadership role it plays in the Central California law enforcement community. The department has 294 full time employees including 204 sworn officers. It has a relatively high retention rate and routinely attracts applicants from other police agencies.

All entry level officers are required to have at least two years of college. A educational incentive program implemented in 1967 has significantly increased the overall educational level of the department. Seasoned officers who do not have a bachelor's degree are clearly in the minority. Generally speaking, Salvio Pacheco's officers are bright, energetic, and well thought of by their peers in law enforcement. It is evident, however, that Salvio Pacheco's newer employees tend to possess different values, attitudes, and personal histories than their older counterparts did when they entered the police service. Specifically, employees hired in the last decade tend to:

- (1) possess less life experience -- particularly as it pertains to prior full time employment or service in the military,
- (2) have suffered little or no economic depravation in their lives, coming for the most part from middle class backgrounds,
- (3) view work as something that should provide fulfillment and recognition,
- (4) be more questioning of authority,
- (5) be highly individualistic,
- (6) place greater emphasis on their leisure time,
- (7) be more impatient with and/or distrustful of organizational hierarchies and its leaders,
- (8) be less willing to give of themselves for abstract or altruistic reasons.
- (9) Expect more input and involvement in the decision making process.
- (10) Expect higher levels of discretion.

Recent years have seen the emergence of the police association as a power player in labor relations. The cornerstone of the association's strength is in its close political, and sometimes personal, affiliation with several council members it ardently supported in previous elections. This arrangement has enabled the association to adopt an aggressive posture with regard to working conditions and/or interpretations of the memorandum of understanding. As a result of this posturing, Salvio Pacheco's supervisors and managers are becoming increasingly frustrated over what they perceive as the association's intrusion into areas traditionally the purview of management.

For the most part, the council sees itself as hands on -- wishing to ensure that its philosophy, and operational concerns are rigidly addressed in the day to day operations of the various departments. The staff tends to view this propensity as micro-managing, or, if you will, political meddling. As a result of this, and other associated differences, a managerial exodus occurred. The new city management team is now comprised, almost exclusively, of recent appointees -- most of whom are also new to the city.

Chief Wilson is expected to retire in a two to three years. He accepted the appointment eighteen months ago as the perfect culmination to his long and successful career. He is the first black Chief of Police that Salvio Pacheco has had. He is very personable, easy to talk to, and liked by nearly everyone. He tends to make decisions based on his feelings, perceptions and what

he believes to be appropriate. He is not task orientated and frequently finds himself buried in the paperwork required of his office. His natural inclination is to do things himself rather than delegate them; particularly where people issues are involved.

ENVIRONMENTAL ASSESSMENT:

This phase of the planning process involved the use of a WOTS UP analysis, an organizational capability analysis, and a strategic assumption surfacing technique. It was completed by this researcher with the assistance of two past command college graduates.

WOTS UP Analysis:

WOTS UP is an acronym for "Weaknesses, Opportunities, Threats, and Strengths that Underlie Planning." It is generally the first step in the planning process as it involves the identification of factors, both internal and external, which may affect the issue.

Weaknesses: The following factors are believed to be potentially detrimental to the development of effective leadership behaviors in the Salvio Pacheco Police Department:

1. Employees, particularly those who are more individualistic, and/or who are less altruistic are less inclined to give of themselves. "What's in it for me -- now" may become more common.
2. Employees, particularly those who tend to be distrustful of organizational hierarchies and/or persons in authority, will resist the imposition of rules, directions, and requirements.

This may increase the propensity for labor/management strife, negatively impact co-operative behavior, and result in an organization that less receptive to positive change.

3. A number of employees view management as being autocratic and insensitive to their needs. Perceptions of unfairness in the disciplinary process, promotions, and assignments are frequently raised as labor issues. Management is described by the more vocal members of the association as being out of touch.
4. The non-sworn employees do not see themselves as being adequately recognized for their contributions or treated as an equal to their sworn counterparts.
5. The city manager and his staff are new to the city and to their positions. As a result, they do not have a strong community base from which they can mitigate undue or inappropriate political pressure.

Opportunities: The following factors may assist in the development of effective leadership behaviors in the Salvio Pacheco Police Department:

1. Many department employees view the work place as a source of fulfillment and personal recognition.
2. Most employees are desirous of greater discretion; viewing it as a reflection of their perceived value and competence.
3. Most employees want to have a voice in the decision making process even when it does not directly affect them. A frequent by-product of involvement is better decisions, increased levels of trust, and buy-in from those who are involved.
4. A culturally diverse work force that has an opportunity to impart its experience and perspective may enhance the organization's ability to serve a diverse community.

Threats: The following are seen as potential barriers to the implementation of effective leadership behaviors in the Salvio Pacheco Police Department:

1. Union activity and inappropriate collective bargaining concessions may significantly impact the operational efficiency of the Salvio Pacheco Police Department.
2. Council involvement in operational matters, whether directly or through the city managers office, may undermine the chief's ability to lead the department.

Strengths: The following are seen as resources which presently exist and may be used to further the development of effective leadership behaviors in the Salvio Pacheco Police Department.

1. Salvio Pacheco's work force tends to be educated, well trained, and competent.
2. The citizens of Salvio Pacheco are supportive of the police department and its employees.
3. Chief Wilson is well liked and continues to enjoy his honeymoon with the council, city manager, and police officer's association.

Organizational Capability Analysis:

This phase of the environmental assessment involved a discussion of the Salvio Pacheco Police Department's ability to develop leadership behaviors appropriate for the changing work environment.

The capacity for change in Salvio Pacheco is difficult to measure. Both labor and management have members who are reluctant to view things from a different perspective. Some police association members harbor frustrations that are long standing and difficult to simply set aside. Career expectations that were never realized, perceptions of unfairness, and years of working in what can be a difficult and demanding profession, have taken their toll.

Similarly, many of the managers, who possess different values and attitudes with regard to authority and organizational expectations, tend to view the more militant officers as products of the "me generation." The city manager is supportive of anything that would improve the overall effectiveness of the police department but must weigh any proposed changes against the wishes of the council -- particularly given the Police Officers Association's close connections with several of the council members.

Strategic Assumption Surfacing Technique:

The last step in the environmental assessment process was the identification of the stakeholders -- those individuals who had an interest in the issue and the ability to possibly affect its outcome. Once identified, each stakeholder's probable position and rationale was discussed. Thereafter, a map was created which plotted the importance of the stakeholder to the issue and the degree of certainty as to his or her assumed position. This enables the user to effectively utilize his time and resources on those persons whose support is critical -- yet undecided. The following stakeholders were viewed as meeting this criteria: the police managers, the police association leadership, the employees at large, and the council. Discussions relevant to each stakeholder's assumed position are listed below. The strategic assumption surfacing map which measures the certainty and importance of each assumption is shown in Appendix C.

Police Chief: The degree to which the department succeeds in adopting effective leadership strategies will reflect, rightfully or wrongly, on Chief Wilson's personal and professional skills. He has a long vested interest in the department and its people and is willing to give of himself to ensure its success. His support is both certain and important.

City Manager: The adoption of more effective leadership strategies would be welcomed by the city manager, particularly if it served to lessen the council's concern with the police department. Once quieted, his efforts could be focused on other equally pressing issues. His support is both certain and important.

Police Managers: The police management staff is operating in an uncertain environment. They are not sure what the future holds and are suspicious of the influence of the association on the chief, city manager, and council. They are, however, committed to the profession and would welcome changes that promote effectiveness and harmony. Their wholehearted support, while important, is not absolutely certain.

Police Association Leadership: The leadership in the POA tends to view the management staff as out of touch with the problems associated with "the street." In essence they see the management team as the problem and not the solution. Any major changes,

regardless of the stated intentions would be viewed with mistrust and doubt. Their support is both uncertain and important.

Employees At Large: The general membership of the association, which includes all sworn personnel, would be receptive to any change that would enhance their ability to participate, broaden their discretion and involvement, and promote an environment that is positive. Their active support, however important, is likely to be cautious and one of a wait and see attitude.

The Council: Several of the council members are labor orientated. A minority tends to view police management as part of the problem and not necessarily the solution. Any strategies that promoted employee involvement and/or harmony would be deemed desirable. Their support, while critical to the plan, is expected to be tentative at best pending some measure of success.

City Residents: The primary concern of the residents of Salvio Pacheco is effective, efficient law enforcement services. Any changes that would promote that and/or reflect positively on the city's image would be welcomed. Their support is both important and reasonably certain.

Minority Community: Any strategy that would provide for increased involvement of minority officers in the department's direction would be welcomed. Their support is both important and reasonably certain.

Media: The relationship with the media, particularly the local newspaper, is neutral at best. Media support and involvement in the department has never been effectively courted. Any strategy that would enhance their ability to report newsworthy events would be well received. As such, their support is both important and reasonably certain.

Business Community: The business community is supportive of the police department. Any strategy that would improve service levels without raising taxes and/or would improve the image of the community would be supported. Their support is moderately important and certain.

ALTERNATIVE STRATEGIES:

This phase of the strategic management plan involved the use of a "modified policy delphi technique." This technique was selected as the best means of gaining the involvement of persons known to be experts in the issue area. The group consisted of three police chiefs and four senior police managers. The focus of the technique was the development of alternative strategies, that if formulated into policy, would increase the probability of the

hypothetical, or more desirable, future scenario occurring. The process required that each member review the listed scenarios as well as the information previously detailed on the Salvio Pacheco Police Department. Thereafter each member submitted alternative policies that they believed should be included in Salvio Pacheco's strategic plan. In all, forty-three policy alternatives were received. All of the responses were then collated and redistributed to the participants. A sliding numerical scale was included for each policy alternative as well as room for individual comments both pro and con. Thereafter, the responses were again collected for collation. The scoring revealed a natural break with twelve policies emerging as critical to the implementation of the strategic plan. As such, each of the twelve was selected for inclusion. They are shown in the next section under "recommended strategies." A listing of the thirty-one policies not recommended can be seen in Appendix D.

RECOMMENDED STRATEGIES:

The twelve policies identified through the delphi technique will be the core of Salvio Pacheco's strategic plan. They have been written in a format that requires Salvio Pacheco's management team to exhibit specific leadership behaviors within the organizational setting. Each policy has been evaluated by the researcher as to its concurrence with the four leadership qualities discussed in Chapter I. The recommended policies are categorized

below according to which of the four leadership qualities they best demonstrate.

An Orientation To The Future:

1. The Chief of Police, with input from his immediate staff and diagonal slice groups (committees representative of all ranks and assignments), should establish the department's vision, values, and mission statement.
2. A three to five year strategic plan should be developed and updated annually.
3. The department should aggressively recruit and employ minorities to ensure that the work force reflects the community's ethnic composition.

A Positive But Realistic Regard For People:

4. Management must communicate a positive regard for the department and the ability of its individual members to accomplish difficult and challenging tasks.
5. The department should recognize and support the role of persons whose primary job is the delivery of services.
6. Supervisors and managers should reduce their "task behavior", and instead, spend more time increasing or improving their "relationship behavior." This will require more delegation, more one on one contact, and more emphasis on employee recognition and rewards.

The Ability To Initiate And Maintain Momentum In The Organization:

7. Transition/task managers, usually a captain or lieutenant, should be appointed to chair the diagonal slice groups. Deadlines, policy questions, follow-through, and accountability should be the responsibility of the chairman.
8. Action plans should be required for all projects of consequence.
9. The planning process should be a cycle that includes a component for managing change and sensing feedback.

Wisdom Through Continued Personal Growth:

10. The chief should shift from a supportive management style (high relationship/low task) to guiding (high relationship/high task). This should be accomplished by increased delegation on the chief's part.
11. The chief should devote critical energies to selling and guiding; at the same time require that subordinates be accountable for the tasks assigned.
12. The chief should increase the political role. The chief should develop an agenda, and actively seek support from the council. Where conditions occur that are counter to good law enforcement principles the chief should utilize his "community base" to influence the outcome.

CHAPTER V: TRANSITION MANAGEMENT PLAN

THE TRANSITION MANAGEMENT PLAN

In his book, *THE EFFECTIVE EXECUTIVE*, Peter Drucker made the following observations with regard to ideas and the ability of executives to convert them into reality.

*High intelligence is common enough among executives. Imagination is far from rare. The level of knowledge tends to be high. But there seems to be little correlation between a man's effectiveness and his intelligence, his imagination, or his knowledge. Brilliant men are often strikingly ineffectual; they fail to realize that the brilliant insight is not by itself achievement. They never have learned that insights become effectiveness only through hard systematic work.*¹⁹

The intent of this chapter is to provide a transition management plan that will convert the ideas and concepts presented in the previous chapters into reality. It will consist of: (1) the identification of the critical mass and an assessment of each stakeholder's receptiveness and capability for change, (2) a discussion of potential strategies for influencing the critical mass and obtaining their support to the proposed changes and, (3) a suggested management structure for leading and guiding the change process.

READINESS/CAPABILITY OF THE CRITICAL MASS:

The critical mass is composed of the individuals, groups, and organizations who can cause or prevent the proposed change from occurring. They are referred to as stakeholders in that they have a presumed vested interest in the outcome of any proposal pertaining to the issue. In the previous chapter, each

stakeholder's position on the proposed leadership strategies was discussed. Using that information, as well as thoughts from individual members of the modified policy delphi group the following chart graphically depicts each stakeholder's readiness and capability for change.

READINESS/CAPABILITY CHART

ACTORS IN THE CRITICAL MASS	READINESS			CAPABILITY		
	HI	MED	LOW	HI	MED	LOW
Police Chief	X				X	
City Manager	X				X	
Police Managers		X			X	
POA Leadership		X				X
Employees At Large	X				X	
City Council	X				X	
City Residents		X			X	
Minority Groups		X			X	
Media	X				X	
Business Community		X			X	

The readiness/capability chart indicates that the stakeholders are very supportive of a change in the status quo. The question in most stakeholders' minds is probably two-fold. What direction will the changes take -- and how will they affect each of them individually and/or collectively?

INFLUENCING THE CRITICAL MASS:

The next step in effecting the proposed transition is to estimate the level of commitment currently held by the stakeholders, the degree of change that will be required in order for the plan to be achieved, and lastly, a determination of what strategies would best serve to gain the support of the individual stakeholders.

Commitment Planning Chart:

The chart shown below reflects an estimate of: (1) the current position of each stakeholder with regard to the recommended strategies, and (2) the degree of change that is believed to be necessary in order for the plan to be successfully implemented.

COMMITMENT CHART

ACTORS IN THE CRITICAL MASS	TYPE OF COMMITMENT			
	Block Change	Let Change Happen	Help Change Happen	Make Change Happen
Police Chief				O-X
City Manager				O-X
Police Managers			O----->	X
POA Leadership		O----->		X
Employees At Large		O----->		X
City Council		O----->		X
City Residents		O-X		
Minority Groups		O-X		
Media		O----->		X
Business Community		O-X		

O = present; X = change

Strategies For Garnering Support:

The commitment chart revealed five stakeholders whose level of commitment to the proposed policy changes needed to be increased. Each are listed below along with the suggested strategies for garnering their increased level of support.

- 1. Police Managers:** This group is currently at the "help change happen" mode. It can be expected that as a group they will be supportive, but not whole heartily committed to, the proposed changes. On the surface, this may appear adequate. However, given the fact that the proposed changes go to the very heart of Salvio Pacheco's internal operations, it is evident that anything less than unqualified support will be unacceptable. The managers must believe in the merit of the changes and be involved in the change process if success is to be achieved. Any fears that they have of unwarranted outside political influence or of a diminishing of their role in the organization must be abated. Once these concerns are addressed any appeal to them should be based upon the need for fulfillment, achievement, recognition, and commitment to the profession.
- 2. POA Leadership:** The leadership of the Police Officers Association is willing to "let change happen" but is not necessarily supportive of it. This places them in a position where they can avoid: (1) being associated with changes that

may or may not be advantageous to their membership, (2) buying in to the proposals and thus undermining their potential for criticizing the outcome, and (3) diverting their energies from bread and butter issues and/or working conditions that may be more important to the membership at large. In order for the proposed changes to occur it will be necessary to move the association's position on the proposed changes to "help change happen." This will require that: (1) the managers and supervisors of Salvio Pacheco accept and understand the legitimate role of labor in the organization, (2) the communication between the Police Officers Association and the Chief be open and based on trust, (3) the chief solicit support, suggestions, and feedback from the association. The argument for attracting increased support from the association should be based on a genuine attempt, through the proposed changes, to enhance and enrich the roles of the department's employees.

3. **Employees At Large:** Salvio Pacheco's work force has been described as educated, well trained and competent. As a group they are desirous of more fulfillment and recognition in their work. They are presently in the "let change happen" mode. It is suspected that this posture is the result of their not being fully aware of the proposed changes and/or simply adopting a more safe and secure "wait and see" attitude before committing themselves. In order

for the changes to be successful it will be necessary to move the employees at large to at least "helping change happen." This should not be accomplished through the association but by fostering informal leadership, both non-sworn and sworn, within the existing organization. Employee involvement must begin at the earliest possible point, be genuine, and serve as a spark for other employees to emulate.

4. **City Council:** The council is presently at the "let things happen" mode. In order for the suggested changes to be successful, the council will need to increase their support to the "help change happen" mode. This change will only be accomplished if the council reduces their involvement in the operational aspects of the department. This will require a corresponding increase in the level of trust they hold for the city manager and the chief. Finally, it will require that the council carefully screen complaints by their constituents to ensure that they are not frivolous or unsound. In some cases this may alienate political supporters. Any argument for council adoption of this posture should be based on what is in the communities best interest and what for them amounts to good statesmanship.
5. **Media:** In order for the suggested strategies to be completely successful it will be necessary to increase the

level of support provided by the media to the "help change happen" mode. This is necessary in order to marshal adequate community support for the department and its stated goals. The most effective strategy for achieving this requires that the department parlay its role as a news source into a mutually supportive relationship that does not compromise either agencies legitimate role. This will require greater sensitivity to the needs of the media and a willingness to go one step further -- whether acting as a news source or in promoting a positive public image.

MANAGEMENT STRUCTURE:

The transition of the Salvio Pacheco Police Department's current leadership behavior to one which incorporates the suggested leadership policies will be accomplished for the most part within the existing management structure. Specifically, Salvio Pacheco currently schedules weekly management meetings, chaired by the chief, to review policies and program proposals. Ideas, problems and opportunities are freely discussed. Each bureau and division is represented by its lieutenants and captains. Staff assignments are generally made to individuals who have an interest in a specific project and/or who manage activities that are closely associated with it. Committees to assist in the project's development are frequently formed but do not necessarily have a prescribed format. The recommend management structure will continued to utilize the weekly management meetings as a forum for communication and decision making. The change will be in

the manner in which programs, projects, and major policies are developed. Except in special circumstances determined by the chief, research and development will be done by "diagonal slice" committees who will be chaired by a lieutenant or captain. The committees membership will consist of representation from each major employee grouping and will be structured to maximize the level of input from throughout the department. Appointments to the committees will be made by the chief from a list of persons who express an interest in the specific project. In addition to the use of diagonal slices the transition plan will require: (1) that the five technologies shown below be incorporated into the management structure, and (2) that role of the each participant be defined through responsibility charting.

Supporting Technologies:

1. A values, vision, and mission statement will be developed.
2. A three to five year strategic plan will be developed and updated annually.
3. Action Plans will be required on all programs or projects of consequence.
4. A formal employee recognition program will be developed.
5. A management philosophy will be invoked that embodies the four qualities of leadership discussed earlier in this project.

Responsibility Charting:

This technique has been used to graphically display the individual roles of each stakeholder. It is the product of each participant in the transition team defining his or her perception of

each other's role. Once that is completed the participants then discuss their perceptions and reach a consensus which outlines each participants level of involvement in the various activities.

The chart shown below represents what is perceived as the likely product of such a process in Salvio Pacheco.

RESPONSIBILITY CHART

DECISION/ TASK	POLICE CHIEF	MGT STAFF	CITY MGR	CITY CNCL	DIAGONAL SLICES
ESTABLISH VISION, VALUES MISSION	A	S	A	A	R
DEVELOP STRATEGIC PLAN	A	S	A	A	R
REQUIRE ACTION PLANS	A	I	I	I	I
DEVELOP RECOGNITION PROGRAM	A	S	I	I	R
INCORPORATE LEADERSHIP QUALITIES	A	S	I	I	I

R = Responsibility (not necessarily authority)
 A = Approval (right to veto)
 S = Support (put resources toward)
 I = Inform (to be consulted)

CHAPTER VI: CONCLUSIONS AND FUTURE IMPLICATIONS

CONCLUSIONS AND FUTURE IMPLICATIONS

In the latter part of 1989, I began my research for this project. It had been my intent to address the topic of leadership from a practical perspective; to determine what was working and how it might be applied to the law enforcement setting. Initially, it was a frustrating journey as the literature is a virtual kaleidoscope of ideas, theories, and concepts. It wasn't until I began drawing from my personal experiences, and from others who I respected in the law enforcement profession, that the theoretical basis for this project came into focus. Specifically, that leadership, more than anything else, was an art whose form is determined both by the individual and by the circumstances that create the need for leadership. It is, in the larger sense, a partnership, or marriage if you will, that is continually evolving. Once stated, this premise served as the foundation for this project. It required that three areas be explored. First, were there leadership qualities that I could identify in a meaningful way? Second, was there a way to forecast the "circumstances" in which the leadership would be exercised in the year 2000, third, were there specific leadership behaviors that would prove useful in tomorrow's work place? As it turned out, I identified four qualities of leadership. It could just have easily been five or seven had I chosen to define them differently. Similarly, none of the four qualities I listed were great revelations -- each had been expressed in one form or another in other works on leadership. In essence, they were qualities that should be sought, developed and exercised in

varying degrees depending on the organization's needs. With regard to the circumstances in which leadership would be exercised, the data clearly indicated the work place of tomorrow would be substantially different -- primarily through increased levels of pluralism and individualistic behavior. Finally, I was in fact able to identify leadership behaviors appropriate for tomorrow's mid-sized law enforcement agency. They will, if exercised, result in a more democratic work place where vision, process, relationship behavior, and accountability are the leader's everyday tools.

In one sense this project raises more questions than it answers. For example, if the organization permits increased levels of self governance, does it create the need for different organizational structures? Self governance tends to be labor intensive and time consuming; are there supporting technologies that will increase efficiencies? Does job enrichment and an expansion of the employee's role suggest the need to re-evaluate the personnel systems?

At the beginning of this project I discussed Alvin Toffler's forecast that in the year 2000 some of us would be unprepared for a future that would be thrust upon us -- that increasingly organizations would be sidestepped and broken as a result of their inability to anticipate and adapt to change. I do not believe that the final bell has rung on Toffler's forecast. Our potential as human beings is more than that. Rather, the question is whether or not we rise to the challenge.

APPENDIX A

TRENDS AND EVENTS

APPENDIX A: TRENDS AND EVENTS

Events:

The data in Table 1 represents the Delphi group's median forecasts for each of the listed events. Each forecast is expressed as follows: (1) the years until the probability of the event actually occurring first exceeds zero, (2) the probability that the event will occur in five years, (3) the probability that the event will occur in ten years, and (4) the forecasted intensity of the impact on the issue area, whether negative and/or positive. The event probabilities are expressed numerically with zero representing the non-occurrence of an event and 100 as its probable certainty. The intensity of the impact is reported on a scale ranging from 1 to 10 with 10 being the highest and zero indicating no impact.

Table 1
Event Evaluation

Event	Years until probability exceeds zero	Five Years From Now (0-100)	Ten Years From Now (0-100)	Positive Impact (0-10)	Negative Impact (0-10)
Anglos Become Minority	5	15	80	5	5
College Requirement Dropped	4.7	20	50	8	6
Ethnic Parity Mandated	4	35	55	4	8
Major Recession Occurs	2	50	50	0	5
Employee Rights Broaden	3	40	65	5	5

N = 12

Note: Event definitions briefed for ease of listing.

Trends:

The data in table 2 represents the delphi group's median forecasts for each of the listed trends. Each forecast is expressed as follows: (1) the estimated level of the trend five years ago, (2) the estimated level of the trend in five years, and (3) the estimated level of trend in ten years. The estimates are given relative to a score of 100 representing the "level" of the trend today. Finally, the five and ten year forecasts are given in two ranges -- the first is the nominal or what will be. The second is the normative or what should be.

Table 2
Trend Evaluation

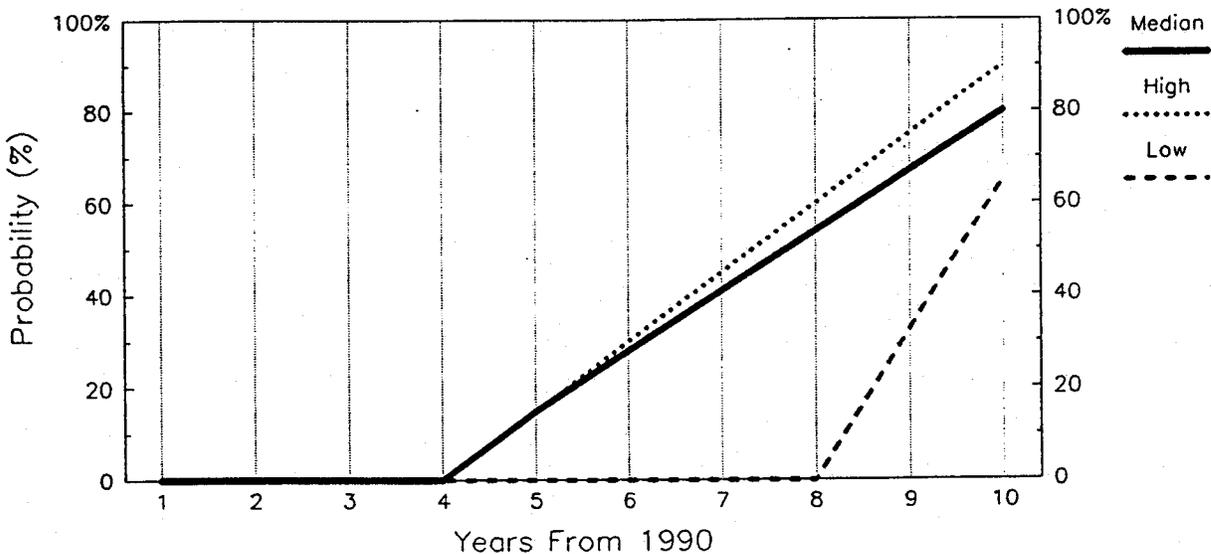
Trend Statement	Five Years Ago	Today	Five Years From Now	Ten Years From Now
The Level Of Altruism Changes In Police Officers	120	100	80/110	70/100
The Level To Which Management's Authority Is Questioned Changes	85	100	120/110	130/110
The Degree To Which Discretion Is Expected By Police Officers	90	100	110/110	125/120
The Degree To Which Participation Is Expected	80	100	125/115	140/125
The Level of Cultural And Value Diversity In Police Departments	85	100	120/115	140/140

N = 12

Note: Trend definitions briefed for ease of listing.

EVENT 1

In CA, Anglos Become The Minority



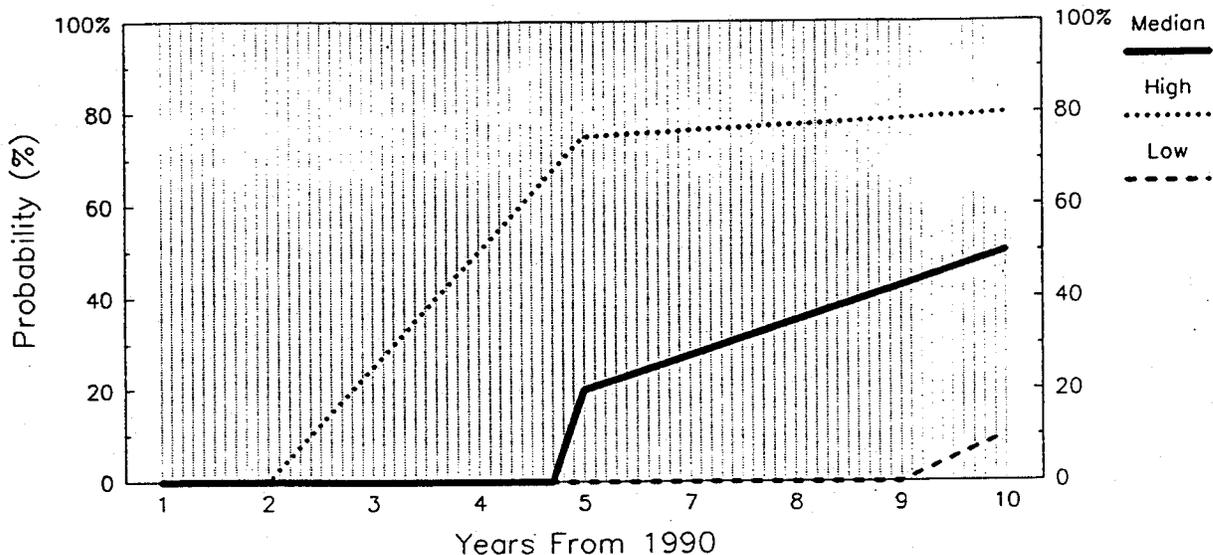
Median Will Be:
 5 Yrs=15
 10 Yrs=80

Years Until
 P > 0 = 5
 FILE: E1E1

EVENT #1 --- The Anglo population In California Becomes The Minority

There was a high degree of uniformity in the group as to the probability and timing of this event with most seeing it as near certainty by the year 2000.

EVENT 2 College Requirement Dropped



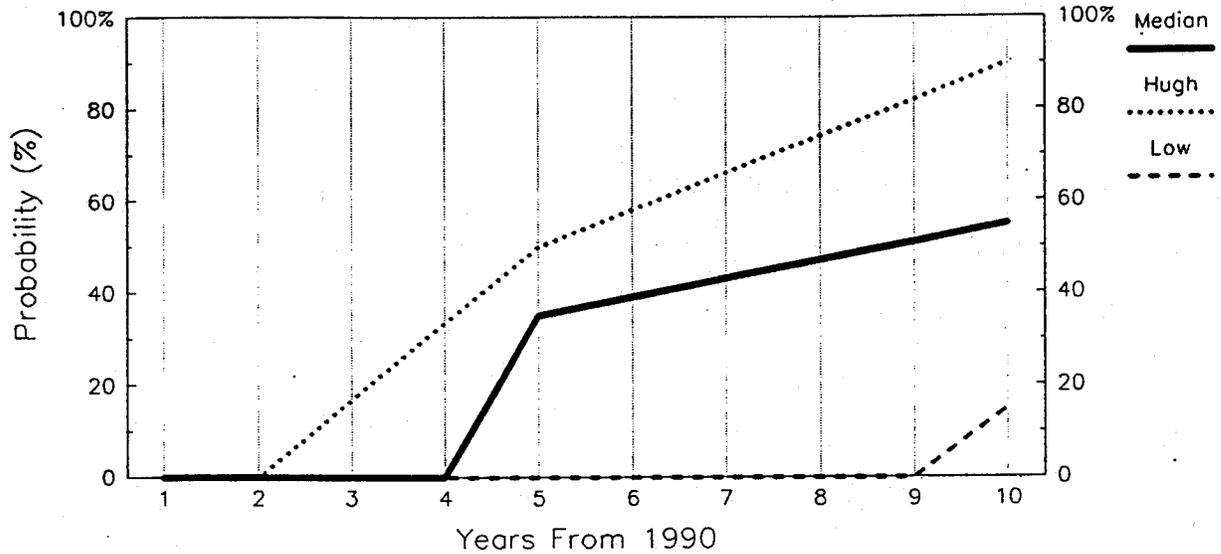
Median Will Be:
5 Yrs=20
10 Yrs=50

Years Until
P > 0 = 4.7
FILE: E11E2

EVENT #2 --- Education Requirements Which Exceed Graduation From High School Are Dropped By Virtually All California Police Agencies.

The probability that education requirements beyond high school will be dropped was view by the group as first exceeding zero in 4.7 years. There were, however, several members of the group whose scores varied significantly from the median. For example, two saw the probability of this event occurring as near certain within five years. Conversely, one member refused to entertain the occurrence of this event in the foreseeable future.

EVENT 3 Federal Legislation Is Passed



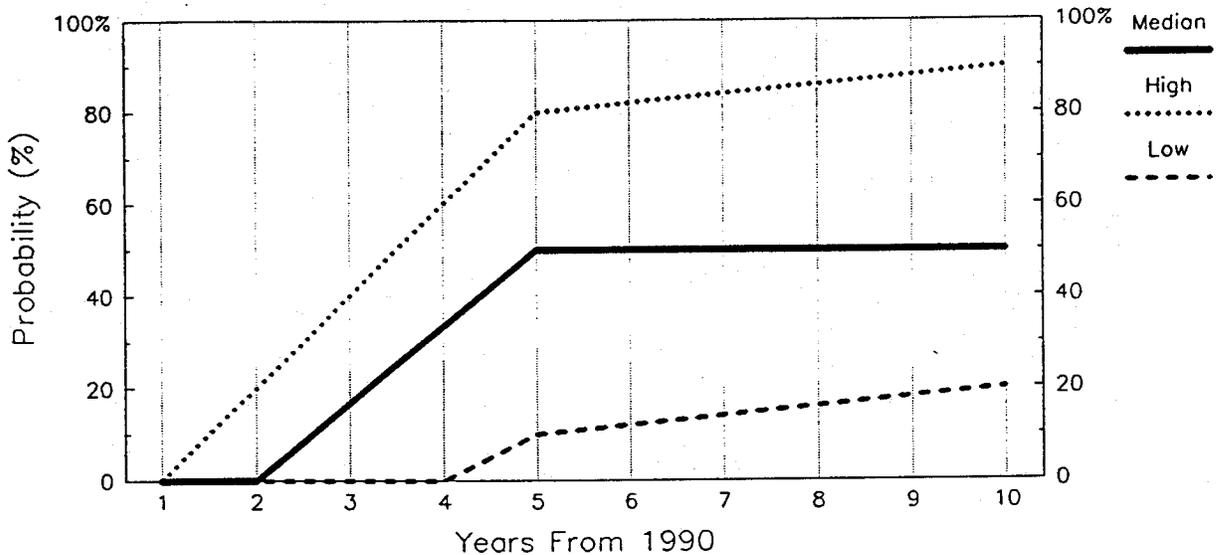
Median Will Be:
5 Yrs=35
10 Yrs=55

Years Until
P > 0 = 4
FILE: E11E3

EVENT #3 --- Federal legislation is passed which substantially increases an employer's obligation to achieve ethnic parity in the work force.

The probability that ethnic parity will be mandated was seen by the group as first exceeding zero in 4 years. Two of the group's members believed it likely to occur in two years and one possibly not at all.

EVENT 4 Major Recession Occurs



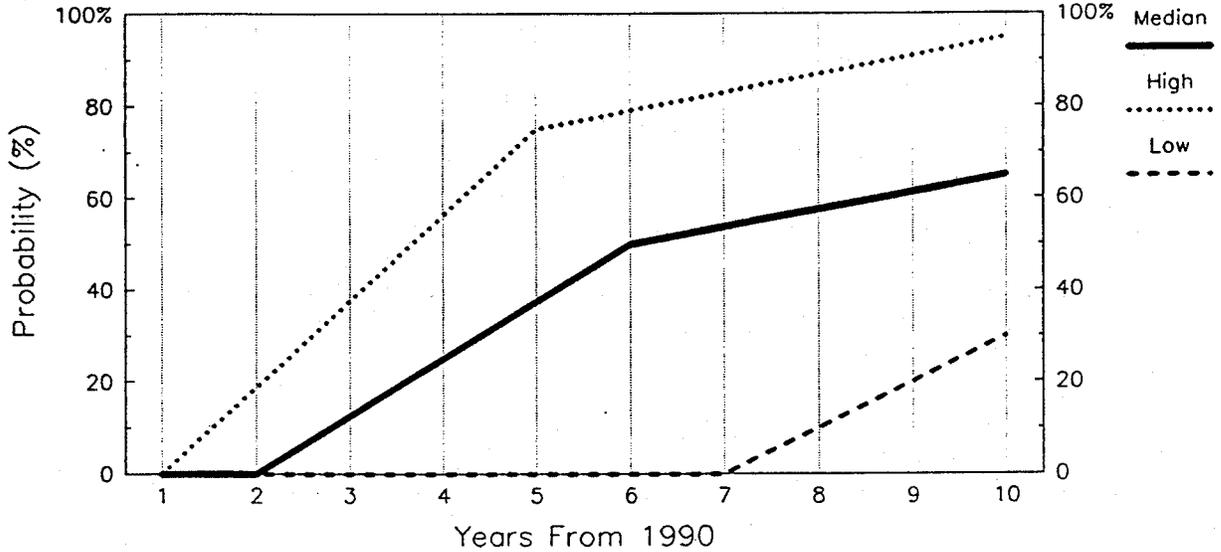
Median Will Be:
5 Yrs=50
10 Yrs=50

Years Until
P > 0 = 2
FILE: EIIE4

EVENT #4 --- A Major Recession Occurs

The group felt that the probability of this event occurring first exceeded zero in two years. One member of the group felt that the earliest possible occurrence was 1994. Two indicated that they believed a major recession would be well underway before the end of 1990.

EVENT 5 Employee Rights Broaden



Median Will Be:
5 Yrs=40
10 Yrs=65

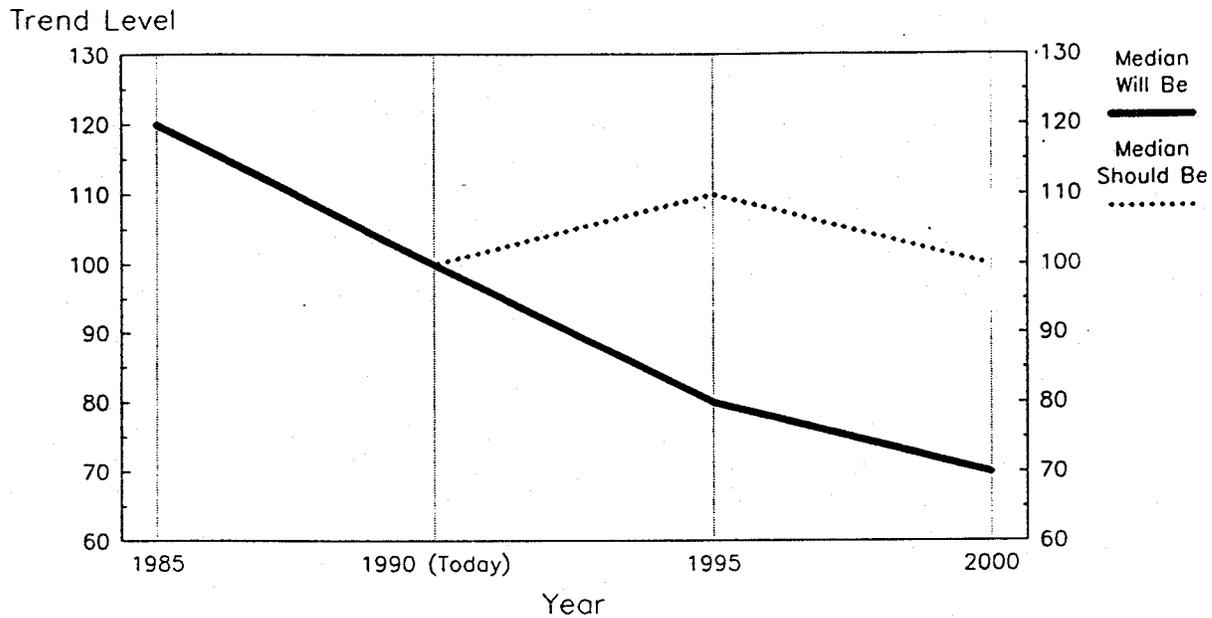
Years Until
P > 0 = 3
FILE: EIIE5

EVENT #5 --- The Supreme Court Significantly Broadens The Rights Of Employees.

The scores varied significantly as to when this event might first occur. One member believed it might occur as early as 1991 and several others as late as 1997.

TREND 1

Police Officer Altruism Level Change

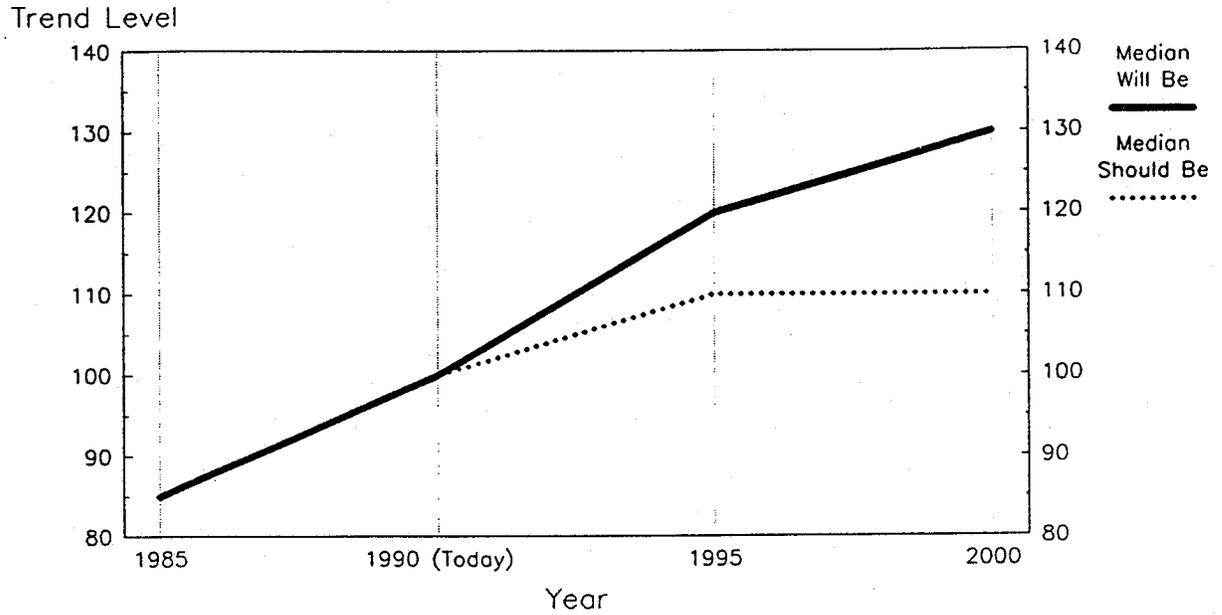


File:EIT1M

TREND #1 ---The Level Of Altruism Which Exists
In Police Officers Changes.

TREND 2

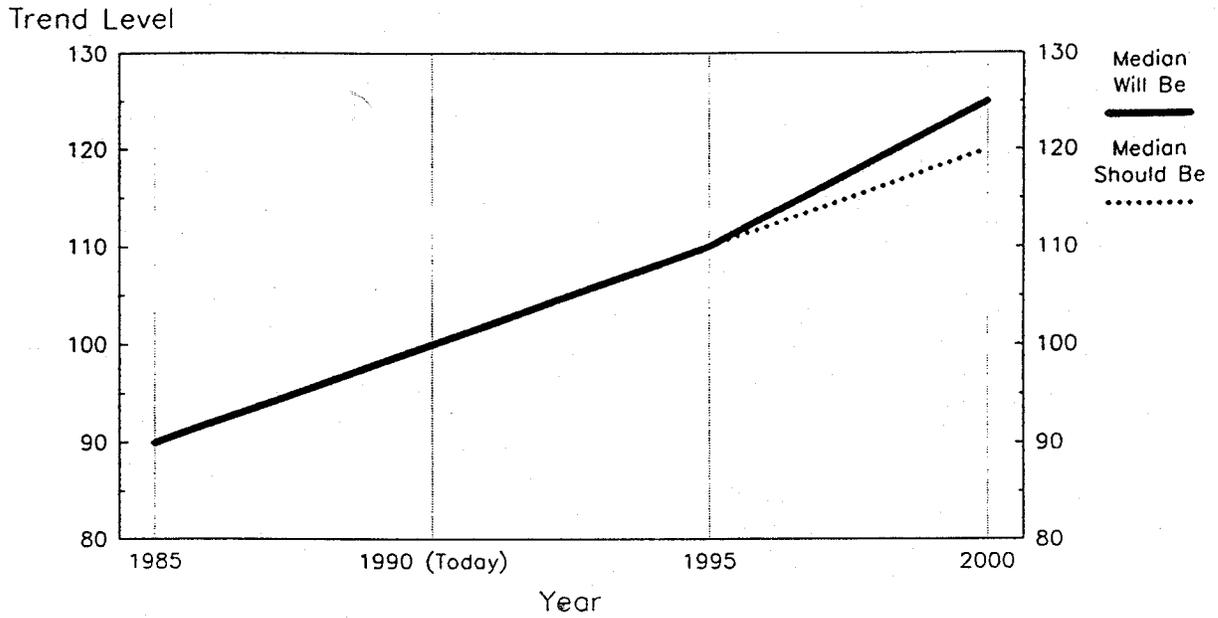
Questioning Of Authority Change



File:EHT2M

TREND #2 --- The Degree To Which Police Officers Question Management's Authority To Make Decisions Changes.

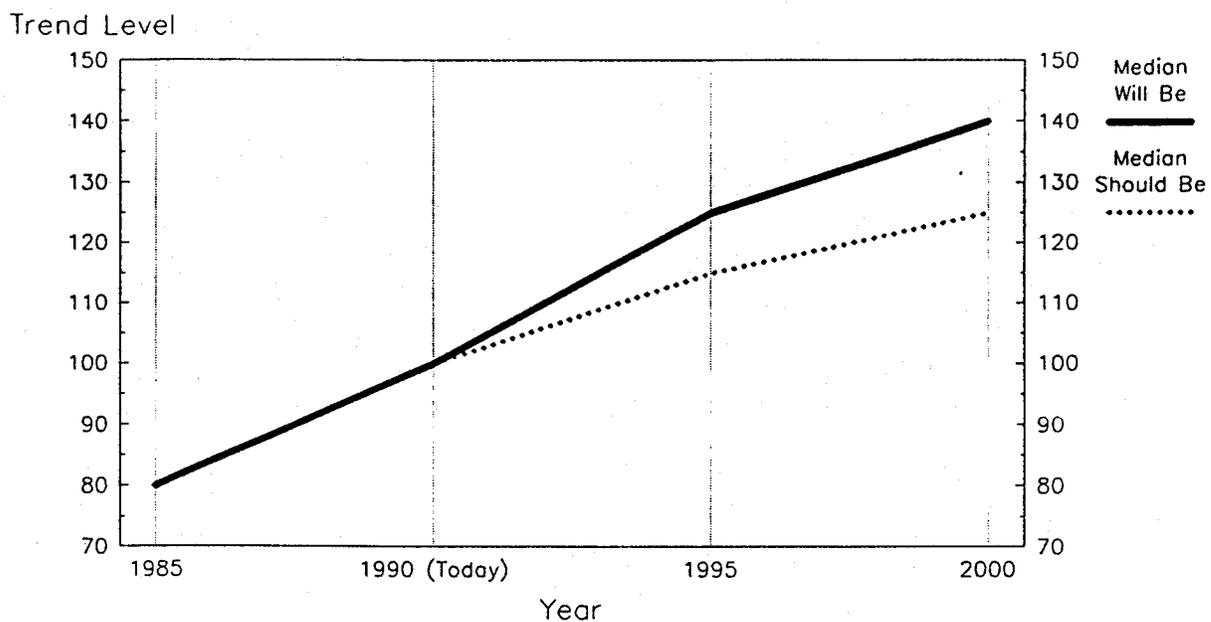
TREND 3 Employee Discretion Expectation



File:EIIT3M

TREND #3 ---The Degree To Which Discretion Is Important To Police Officers Changes.

TREND 4 Employee Participation Expectation

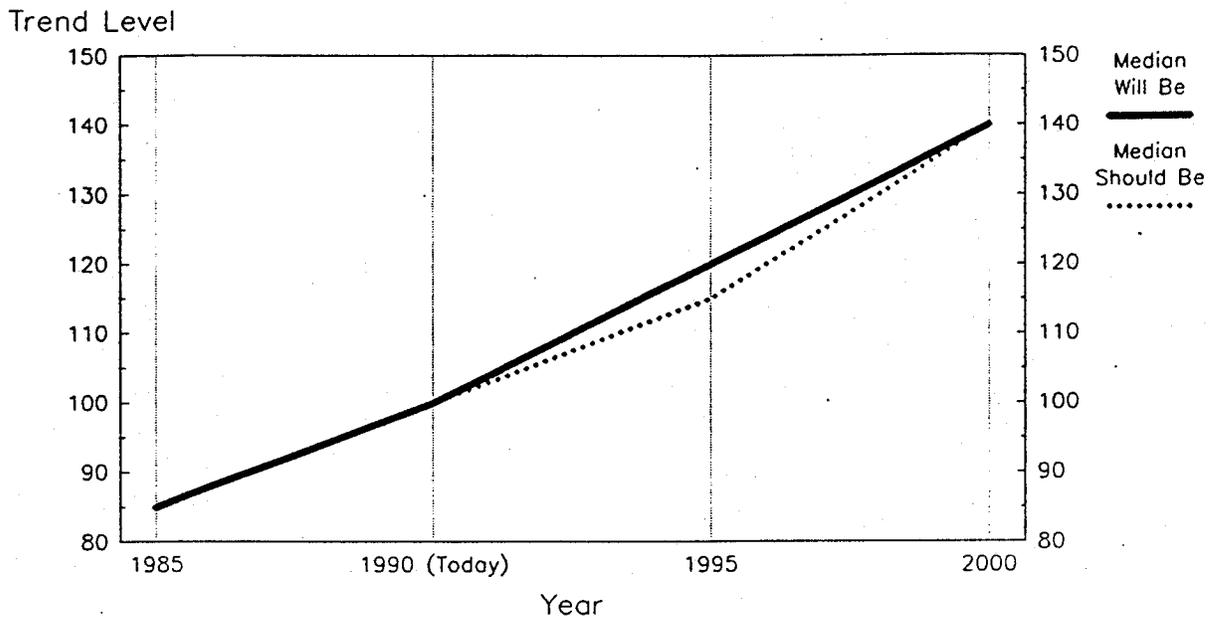


File:EIT4M

TREND #4 --- The Level of Participation Expected By Police Officers In The Decision Making Process Changes.

TREND 5

Cultural & Value Diversity Level



File:EIIT5M

TREND #5 --- The Level of Cultural Diversity In Police Departments Changes.

APPENDIX B
CROSS IMPACT ANALYSIS

APPENDIX B: CROSS IMPACT ANALYSIS

The cross impact analysis was completed by myself and several past graduates of the command college. The process involved the creation of a matrix on the five selected events and trends. The events were listed in the left hand column and in the upper left portion of a matrix. The trends were listed in the upper right. A hypothetical question was posed for the event to event which stated, "If this event actually occurred, how would the probability of the other events occurring be affected at the moment of greatest impact?" The degree to which the event was affected was expressed as a percentage change in the previously forecasted probability of occurrence whether plus or minus. If there was no affect at all, the section was left blank and said to be uncoupled. With regard to the trends, the question posed was "If a given event occurred, what would be the maximum potential impact on the trend level?" The matrix is shown as table 3.

**Table 3
Cross Impact Evaluation**

If True	Delta E					Delta T				
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5
E1	X	45	50	X	25	X	20	15	35	40
E2	X	X	X	X	X	10	-15	-15	-10	35
E3	X	85	X	X	40	X	25	20	20	90
E4	X	-5	-5	X	X	5	-5	-5	-5	X
E5	X	40	25	X	X	-25	30	20	25	25
Total	0	165	70	0	65	-10	55	35	65	190

E = Event; T= Trend

- E1 - Anglos Become The Minority
- E2 - College Requirements Dropped
- E3 - Federal Legislation Passed
- E4 - Major Recession Occurs
- E5 - Employee Rights Broadened

- T1 - Police Officer Altruism Level Change
- T2 - Questioning Of Authority Change
- T3 - Employee Discretion Expectation
- T4 - Employee Participation Expectation
- T5 - Cultural And Value Diversity Level

This matrix served several purposes. First, the number of couplings in each row identified the events that were the most critical and therefore, worthy of policy considerations. In this instance, event 1 -- "Anglos Become the Minority" and event 5 -- "Employee Rights Broaden" were coupled with the greatest number of events and trends, leading one to believe that these were the "actor" events and, therefore, of the greatest concern. However, when weight was given to the impact as reflected in the numerical scores, event 3 -- "Ethnic Parity Mandated" emerged as the best suited for policy consideration followed closely by events 1 and 5.

The second purpose of the matrix was to identify the degree to which events and trends were reactive. Specifically, those which tend to be impacted the greatest by the occurrence of an event. This was determined by counting, vertically, the number "hits". Where a tie occurred, the numerical impact was taken into account. The results of this analysis are show below.

E1 Anglos Become Minority: This event was not affected by the occurrence of any other event. In essence, it served solely as an actor event.

E2 College Requirement Dropped: This event had the greatest number of hits. Its probability of occurrence will increase by 45%, 85% and 40% respectively if events 1, 3 and 5 occur. Conversely, should event 4 occur, the probability will decrease 5%.

E3 Federal Legislation Is Passed: The probability that this event will occur will increase 50% and 25% respectively should events 1 and 5 occur. Conversely, should event 4 occur, the probability will decrease by 5%.

E4 Major Recession Occurs: This event was not affect by the occurrence of any other event. In essence, it served solely as an actor event.

E5 Employee Rights Broadened: The probability that this event will occur will increase 25% and 40% respectively should events 1 and 3 occur.

T1 Police Officer Altruism Level Change: This trend is forecasted to be accelerated if events 2 and 4 occur by 10% and 5% respectively. Conversely, should event 5 occur its level will be reduced by 25%.

T2 Questioning Of Authority Change: This trend is forecasted to be accelerated if events 1, 3, and 5 occur by 20%, 25%, and 30%

respectively. Conversely, should events 2 and 4 occur its level will be reduced by 15% and 5% respectively.

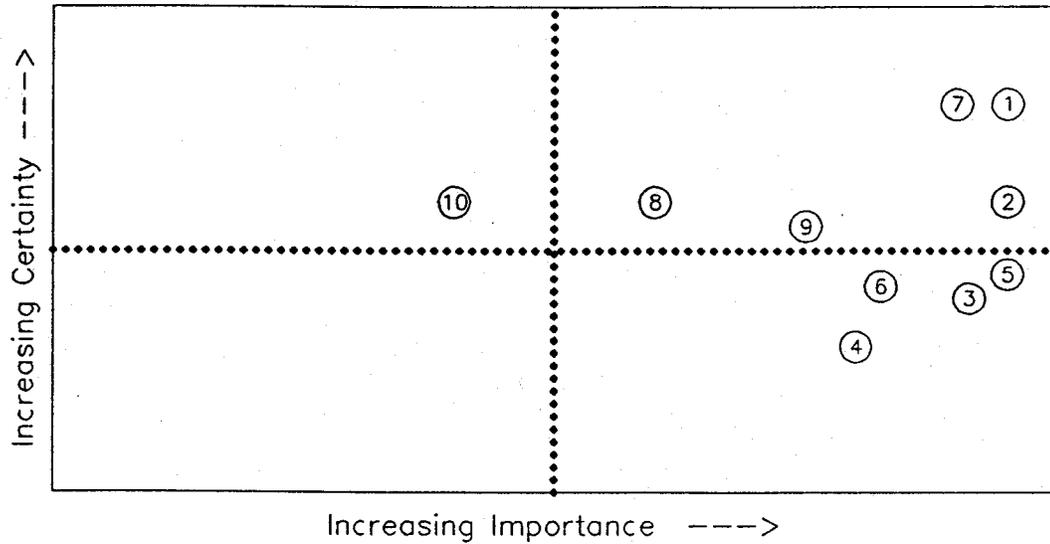
T3 Employee Discretion Expectation: This trend is forecasted to be accelerated if events 1, 3, and 5 occur by 15%, 25% and 30% respectively. Conversely, should events 2 and 4 occur its level will be reduced by 15% and 5% respectively.

T4 Employee Participation Expectation: This trend is forecasted to be accelerated if events 1, 3, and 5 occur by 35%, 20%, and 25% respectively. Conversely, should events 2 and 4 occur its level will be reduced by 10% and 5% respectively.

T5 Cultural And Value Diversity Level: This trend is forecasted to be accelerated if events 1, 2, 3, and 5 occur by 40%, 35%, 90%, and 25%. Event 4 is not expected to affect it appreciably.

APPENDIX C:
STRATEGIC ASSUMPTION SURFACING TECHNIQUE MAP

SAST MAP
Items 1 Through 10
See Legend Below



File:ESAST

1. Police Chief
2. City Manager
3. Police Managers
4. Police Association Leadership
5. Employees at Large
6. The Council
7. City Residents
8. Minority Groups
9. The Media
10. Business Community

APPENDIX D
ALTERNATIVE POLICIES

APPENDIX D
ALTERNATIVE POLICIES:

The following policies were suggested in the modified policy delphi technique but were not selected for inclusion.

1. The department should envision itself as a service agency.
2. The chief must ensure that the management team and the union share the same view as to the core mission of the department.
3. A "futures committee" should be created to identify issues and/or possible resolutions to law enforcement problems projected to impact the city. A professional facilitator should be used to keep the committee on track.
4. The department should encourage consolidation of services between agencies in the county, and in the larger sense, regionally.
5. A formalized employee recognition program should be created that would provide timely recognition of exceptional achievement.
6. A wellness program should be implemented and actively supported by management.
7. The promotional process should exemplify the candidates ability to deal with his or her new role. All interested employees should have a clear understanding of what the position requires.
8. Promotion to management positions should be open to both internal and external candidates.
9. An organizational climate should be created which encourages employees to advance their careers if outside opportunities occurs. Turnover should be view as acceptable within given range and potentially healthy for the organization.
10. Participation in professional organizations should be encouraged and supported.
11. Families should be involved in ceremonies and departmental events. Create a spouses club to support functions.
12. Persons who are dissatisfied and unhappy with the organization should be purposely placed on committees etc.

13. Overtime funds should be budgeted to permit persons who are assigned to shift work to participate in special projects that conflict with their regularity scheduled hours.
14. Where ever feasible, discretion should be expanded. The employees who develop projects or proposals should be given the opportunity to present them to the staff, city or council. The chief and/or command staff should be required be present to commend the individuals and/or fend off potential problems.
15. Create a family. Recognize everything -- from an employee first day to insignias for special assignments. Find a way to give a monetary reward.
16. The department should use "diagonal slices" of the organization to study and report on issues. Each slice should be the broadest representation possible but not have more than seven participants.
17. A problem based law enforcement tactical approach should be developed. Command, supervisory and line officers should meet with citizens in target areas to strategize. Staff should have a high profile/visibility.
18. Policy setting should be done at the highest level while task related solutions should be done at the lowest level possible.
19. A vehicle for citizen involvement in crime control measures should be created. It should be managed by staff officers but include line officers in the process.
20. Management should be highly visible and active in community programs -- particularly those involving community service and/or professional contributions.
21. Job effectiveness should be defined with by-in from all levels of the organization and the union.
22. Management should actively support and be involved in union sponsored events.
23. Employee grievance process should be emphasized, publicized and reacted quickly to. Mechanism should be developed to publicized results.
24. The specific role and function of each position in the department should be identified. The pragmatic should be emphasized over the abstract.

25. Training should be structured to facilitate officer input, and resolution of problems.
26. The chief should address the association body at least quarterly updating them on programs, direction, and achievements of department.
27. The chief should unbury himself from the day to day details of the department by delegating things to the captains thus freeing himself for community involvement.
28. The chief and his senior management team should work a beat at least twice a year.
29. A job exchange program should be set up which permits captains, lieutenants, sergeants, to trade jobs for two weeks a year with the next rank beneath them.
30. The chief should be active in state, county and national police organizations. Where appropriate he should assume a leadership role.
31. Where possible the chief and his management team should teach in the basic academy or advanced officer classes.

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